

looking ahead

... A monthly report by the National Planning Association on forward-looking policy planning and research—announced, underway, and completed—of importance to the nation's future

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NPA Poll on

Nonmilitary Foreign Aid Programs

THE UNITED STATES should continue its nonmilitary foreign aid programs but with changes in organization, operation, and size.

This was the overwhelming conclusion of an opinion survey conducted last month among the more than 900 members of NPA's board of trustees, standing committees, and National Council.

Only 7% (35 persons) thought that nonmilitary aid should be terminated now.

The groups which were polled comprise a cross section of leaders from fields of agriculture, business, labor, and the professions, and from all parts of the country. Almost 54% responded to the mail questionnaire which was designed to obtain the opinions of these national leaders on nonmilitary foreign aid. Military foreign aid was not covered in the questionnaire.

Of those advocating the continuance of foreign aid, opinion was divided as to the proper level of expenditures. Thirty-seven percent believed that the present level of \$1 billion for nonmilitary aid was too low, 33% said it was too high, and 20% thought it was adequate. However, there were differences of opinion on this question among the groups represented, with more than 40% of business saying it was too high, while 60% of labor representatives thought this level was too low.

As to the form of aid, 78% favored mostly loans and 17% favored mostly grants.

THE MAJORITY of respondents thought the present International Cooperation Administration (ICA) should be transferred to a new government corporation, but were divided as to whether it should be within the State Department or an independent agency.

First Things First

- "We can, if we wish to, insist that we are in business to make profits, but we can hardly expect this bald statement to win an enthusiastic response. Is there not, however, a further purpose? Certainly there is. It is to serve the community and to provide a just return to capital and rewarding and satisfying work to employees. Let us then put first things first. If our objectives are properly stated, we can more easily insist on the stern necessities of financial management upon which their attainment depends."

From an address by John S. Coleman, member of NPA's Business Committee on National Policy, President of the Burroughs Corporation, and Past President of the Chamber of Commerce of the United States, delivered before the Industrial Economics Conference, San Francisco, January 21, 1957. See page 7 of this issue for coverage of this conference.



The majority also agreed that foreign aid should be authorized on a continuing basis, with the groups not clearly decided between a fixed period of years and an indefinite basis. A larger number of business respondents favored the present year-to-year authorization basis than did the other three groups.

FOLLOWING are the five questions which were asked, and a tabulation of the replies.

The first question inquired: "Which of the following possibilities is closest to your own view?"

- A. The United States should terminate its nonmilitary foreign aid programs.
- B. The United States should continue its nonmilitary foreign aid programs in their present forms.
- C. The United States should continue its nonmilitary foreign aid programs but should make changes in their organization, operation, and size."

Eighty-three percent replied that the United States should continue its nonmilitary foreign aid programs but with changes in organization, operation and size.

TABLE A Answers to Question 1

	Agric.	Bus.	Lab.	Prof.	Total
A	4%	7%	—	2%	7%
B	11%	6%	13%	11%	9%
C	83%	86%	87%	87%	83%
No answer	2%	1%	—	—	1%

(For those who checked A or B, the remaining questions did not apply.)

The next question asked: "Hitherto, the nonmilitary foreign aid programs have been continued on a year-to-year basis. Which of these recommendations would you favor most?"

- A. These foreign aid programs should be continued only on a year-to-year basis.
- B. These foreign aid programs should be established on a continuing basis, but for a fixed period of — years.
- C. These foreign aid programs should be established on an indefinite continuing basis (i.e. without a fixed term of years)."

The respondents were more evenly divided on this question, with 41% favoring an indefinite basis and 37% preferring a fixed period of years. Another 20% said that the program should be continued on a year-to-year basis. Support for

continuing foreign aid on an indefinite basis came primarily from agriculture (57%) and professional groups.

TABLE B Answers to Question 2

	Agric.	Bus.	Lab.	Prof.	Total
A	11%	31%	16%	14%	20%
B	25%	31%	38%	40%	37%
C	57%	37%	44%	46%	41%
No answer	7%	1%	2%	—	2%

The third question concerned the ICA—whether it should be continued without change or transferred to a new government corporation. It asked: "At present, the nonmilitary foreign aid programs are administered by the International Cooperation Administration (ICA), which is part of the State Department. Which of the following proposals comes closest to your own view?"

- A. The present ICA should be continued without change.
- B. The present ICA should be transferred to a new government corporation (which would hence not require annual authorization and appropriations) within the State Department, under the general policy guidance of the Secretary of State but autonomous in its operations.
- C. The present ICA should be transferred to a new government corporation outside the State Department, which would be an independent agency like the Export-Import Bank."

The largest percentage (45%) felt that the present ICA should be transferred to a new government corporation within the State Department. Among the groups a greater number of agriculture (55%) and business leaders (47%) preferred this proposal.

TABLE C Answers to Question 3

	Agric.	Bus.	Lab.	Prof.	Total
A	20%	24%	22%	23%	23%
B	55%	47%	36%	49%	45%
C	18%	28%	38%	22%	28%
No answer	7%	1%	4%	6%	4%

The fourth question was: "Hitherto the bulk of United States economic aid has been extended to the recipient countries in the form of non-repayable grants or gifts. Which proposal would you favor most?"

- A. *Economic aid should continue to be given predominantly in the form of nonrepayable grants.*
- B. *Economic aid should be extended predominantly in the form of loans, whose terms, conditions, and forms of repayment should be adjusted to the problems and prospects of each recipient country."*

Seventy-eight percent of all respondents favored loans rather than nonrepayable grants. In the labor category 40% selected nonrepayable grants as their choice, while 58% preferred loans.

TABLE D Answers to Question 4

	Agric.	Bus.	Lab.	Prof.	Total
A	9%	14%	40%	17%	17%
B	84%	80%	58%	76%	78%
No answer	7%	6%	2%	7%	5%

The final question asked the group: *"In the fiscal year 1957, the \$1 billion for nonmilitary purposes consists of \$300 million for economic development aid; \$200 million for technical assistance; and \$500 million for the nonmilitary portion of defense support assistance. What is your judgment about the adequacy of the present level of nonmilitary aid?"*

- A. *The present annual expenditures of \$1 billion are adequate for all nonmilitary purposes.*
- B. *The present annual expenditures of \$1 billion for these purposes are too high.*
- C. *The present annual expenditures of \$1 billion for these purposes are too low."*

The respondents were fairly evenly divided on this question with 37% saying that the present expenditures are too low; 33% stating that they are adequate; and 20% believing that they are too high. Ten percent of the respondents made no judgment as to the level of expenditures. Among the groups there were divergent opinions on this point. Forty-one percent of the business respondents thought the present expenditures are adequate, while 60% of the labor group and 50% of the agriculture group thought they are too low.

TABLE E Answers to Question 5

	Agric.	Bus.	Lab.	Prof.	Total
A	27%	41%	30%	29%	33%
B	16%	25%	8%	13%	20%
C	50%	25%	60%	42%	37%
No answer	7%	9%	2%	16%	10%

Canadian Resources Survey

GOVERNMENT GEOLOGISTS of the Geological Survey of Canada will form 72 parties this summer for vast mapping projects and a search for natural resources.

The Survey's 1957 field program features two large helicopter projects, Operation Mackenzie and Operation Fort George.

Helicopters will be used in Operation Mackenzie to help map 100,000 square miles of promising oil and gas territory in the Upper Mackenzie River basin. The region is underlain by rocks similar to those in which producing wells have been found in Alberta and to the northwest at Norman Wells.

In Operation Fort George, from 35,000 to 40,000 square miles in Quebec will be mapped by helicopter. It is part of the largest unmapped area in the Canadian Shield. This two-year project has been spurred on by important nickel deposits discovered 300 miles to the north.

Another unmapped area of the Canadian Shield in northern Manitoba will be treated by a surveying party. Resulting aeromagnetic maps will serve as substitutes for reconnaissance geological mapping and will facilitate future ground mapping in the area.

Problems facing the Geological Survey of Canada connected with the study of the land's surface are becoming increasingly numerous. The rapid growth in Canada's population and the extensive construction under way throughout the country are underlining the vital need for information on sources of groundwater supplies and of construction materials, the outlining of new agricultural areas, and for data on the nature of the earth's surficial deposits in relation to engineering projects.

The high pace of construction in Ottawa has caused the capital city to be earmarked for a surficial geology study. Information on foundation problems and available sources of groundwater in relation to building in certain parts of the area is needed for residents and industry.

In Nova Scotia and New Brunswick, the Survey will carry out extensive geochemical surveys, analyzing stream and lake waters, soils, and the sediments laid down by streams as a means of locating and outlining areas likely to contain base-metal deposits.

("Vast Survey Programme" in *Canadian Weekly Bulletin*, June 12, 1957. From: Information Division, Department of External Affairs, Ottawa, Canada.)

Agricultural Research

OVERPRODUCTION, the top problem in American agriculture today, should be given greater attention in publicly supported agricultural research, maintains NPA's Agriculture Committee.

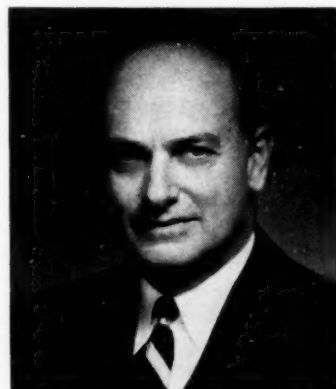
In a June statement, "A New Orientation for Agriculture Research," the committee urged land-grant colleges and the U. S. Department of Agriculture to use their research and educational resources to deal more effectively with the current and pressing problems of surpluses. The major emphasis in research has been in the development and dissemination of new production techniques. While this research should and will continue, solutions must be found to deal with production which persistently outruns markets.

The committee pointed out four interrelated areas of needed research:

- **Agricultural adjustment**—Research in this area can help answer the questions: How can farm output be adjusted and brought into line with the slowly rising demand for food and other farm commodities? How can land, labor, machinery, livestock, and even our stock of technology be used more extensively and less intensively?
- **Distribution**—Efficiencies in processing and marketing food have not kept pace with the economy's general rate of technological advance. The characteristics of consumer purchase patterns and ways and means of increasing the consumption by low-income groups of high quality foods, especially meat and dairy products, should also be examined.
- **Family adjustment**—Research as well as educational and guidance programs aimed at improving the nonfarm employment opportunities of those who leave the farm—families uprooted or by-passed by the technical revolution in agriculture—should be expanded. These programs should include guidance at all levels—elementary school, high school, college, as well as 4-H Clubs, F.F.A., etc.
- **Community adjustment**—Rapid changes in agriculture in rural communities require changes in schools, churches, local government, business and services, neighborhood organizations, taxes, etc. More research is needed to provide suggested adjustments to these problems.

(Mimeographed; 4 pp. A limited number of copies are available, and upon request to NPA a copy will be sent free of charge.)

—the People of NPA—



Robert Heller

NPA trustee, executive and business committee member Robert Heller entered the field of industrial engineering when a Harvard professor convinced him that adapting post-World War I industries to peacetime competition offered an important future. In 1923, only two years after receiving his Harvard B.S., Mr. Heller opened his pioneer office in Boston, applying engineering methods to solving business problems. He moved to Cleveland in 1932 to be near midwest industrial growth. Here Robert Heller & Associates, management engineers, received their first major assignment—the firm was asked to help modernize U. S. Steel's marketing activities. Streamlining other industries for peace and for wartime production followed. Mr. Heller served as Task Force Leader for the Post Office Department Project—Hoover Commission in 1948, and later as consultant to the Secretary of Defense, Secretary of State, Postmaster General, and Chairman of the Federal Trade Commission. He is a member of the board of directors, Citizens Committee for the Hoover Report. Working with NPA, Mr. Heller wrote a critical analysis of Congressional operations, "Strengthening the Congress," which was issued as a joint statement of NPA's Agriculture, Business, and Labor Committees on National Policy. Later he authored the NPA special report, "Strengthening the Congress: A Progress Report." Many of his recommendations were included in 1946 legislation. In 1954, his home state of Indiana engaged him to improve its business affairs. One of Cleveland's top industrial leaders, Mr. Heller is a director of General Aniline & Film Corporation, and a trustee of the Committee for Economic Development. In 1949 he was awarded NPA's "Certificate of Extraordinary Achievement" for his work in furthering the cause of better government.

Nuclear Power and Economic Development in Brazil

(The following is a brief condensation of selected portions of Dr. Stefan Robock's "Nuclear Power and Economic Development in Brazil," the third study in an NPA series on Productive Uses of Nuclear Energy. Dr. Robock, who prepared the report with NPA's project staff, served as U.S. Economic Development Advisor and Coordinator of the UN Technical Assistance Mission to Northeast Brazil in 1954-56. Prior to the UN assignment, he was Chief Economist on the staff of the Tennessee Valley Authority, and is now Director of Economic Research at the Midwest Research Institute, Kansas City, Missouri. This is the second of several case studies of the role of nuclear power in the economic prospects of foreign countries. The first was on Japan, published in June 1956.)

NUCLEAR POWER has aroused intense interest and enthusiasm in the so-called "under-developed" countries. With its comparative freedom of site location and hope of low cost, this new source of energy has been heralded as an important means for quick expansion in many nations with low levels of economic well-being. To the extent that nuclear power can fulfill this promise, it could contribute toward building a more peaceful world.

Several factors stand in the way of immediate, rapid development of atomic power in Brazil, however—lack of trained atomic scientists and engineers; a vast, untapped hydroelectric potential which could be exploited at a lower cost than nuclear power; the high cost of developing reserves of radioactive ores; and foreign exchange scarcity.

Training Scientists

A modest program is under way in Brazil itself to expand the number of qualified nuclear technicians. A research institute has been established at the University of Sao Paulo, and a bilateral research agreement has been negotiated with the United States under the Atoms-for-Peace program to provide technical and financial assistance.

Some progress has been achieved in training Brazilian nuclear scientists and engineers, but this program is only in the beginning stage. Before the establishment of the Brazilian Atomic Energy Commission in 1955, several Brazilians had received foreign advanced training in the atomic energy field.

The Atomic Energy Commission since its establishment has planned to tackle the problem through domestic training programs, feeling that more progress can be made this way than

through foreign training because of the shortage of foreign exchange and the time required to learn foreign languages. Three nuclear physicists with foreign training are giving advanced courses to between 15 and 20 physicists a year. Another program is scheduled for 1957 to give atomic energy courses to chemical, electrical, and other engineers. Considering that several years are required for such advanced training, that some of the students will not complete the course, and that others may not go into atomic energy work on completion, it is apparent that Brazil's supply of nuclear energy technicians will be quite small for some time to come.

Requirements of all Brazilian technicians will rise steadily, too, and specialists in such fields as chemistry and metallurgy will be no less essential than nuclear technicians.

Hydroelectric Potential

Brazil has a vast untapped hydroelectric potential, good for another 15 to 20 years of development at a lower cost than that of atomic power.

Out of a potential estimated at 30 million kilowatts of hydroelectric capacity, Brazil has at present developed about 2 million kilowatts. At the same time, Brazil has not yet reached a period of rising costs for new hydroelectric projects because many low-cost sites still exist.

Power capacity has not grown fast enough in recent years to meet the needs of economic expansion. The persistent power shortage has resulted from a complex of economic and political factors, including a regulatory policy that has kept rates low, thereby reducing earnings for reinvestment, as well as making investment in the power field unattractive. To satisfy the accumulated backlog of power demand and to meet future needs, an expansion of at least 10 percent a year in power capacity will be required during the foreseeable future.

Over the next two decades, hydroelectric power will be the cheaper source of power, since hydro development does not involve drawing on scarce foreign exchange reserves.

Breeder Reactor Program

Brazil, since it has deposits of thorium and some uranium, holds a long-run potential of being self-sufficient in nuclear fuel required for reactor operation. Short-run nuclear fuels, how-

ever, will have to be imported into Brazil and will be a drain on foreign exchange resources. To become independent in nuclear fuels (plutonium, U-235, or U-233), Brazil will need an initial supply of nuclear fuel, as well as thorium minerals. A breeder reactor program or some other method of securing fissionable material, together with facilities for manufacturing fuel elements and for chemical reprocessing, ultimately will be necessary.

The technology of thorium reactors and thorium-U-233 breeders is still rudimentary, however. Broadly speaking, there are two contrasting approaches—with varying combinations—Brazil might use in working out a power reactor program based on her thorium.

1. She might undertake the difficult, long-term plan of attempting to produce nuclear fuel for power reactors by using domestic natural uranium as fuel and relying on rather limited assistance from other countries.

2. To speed up the process, she might accomplish the same ultimate purpose by waiting for and benefiting from technical progress on thorium fuel systems anticipated in countries more advanced in atomic research, and by initially using enriched uranium fuel secured from other countries.

The existence of thorium and uranium in Brazil, as well as general advances in nuclear technology, indicates that Brazil's prospects for benefiting by nuclear energy are as good as the prospects for finding and developing domestic oil reserves.

Foreign Exchange

A primary consideration in the choice of types of electric power capacity in Brazil is foreign exchange.

The critical foreign exchange situation is expected to persist for some time, though not indefinitely. Its importance could be diminished by expanding exports to hard currency areas; by substituting domestic production for imports, particularly of petroleum; by stepping up foreign investment; and by expanding domestic production in heavy electrical machinery, nuclear fuels, and other machinery and equipment.

It is assumed that, until 1975, at least three-fourths of the investment in plant and equipment for nuclear power installations will be imported and that practically all the cost of nuclear fuel inventories and separating and processing nuclear fuels will be in foreign exchange. Thus a major conclusion is that the foreign exchange component of nuclear generating cost, rather

than the total generating cost, will be a primary consideration in the introduction of nuclear power.

According to the present timetable for research and development work under way in countries with advanced nuclear programs, by 1965 commercial as well as experimental possibilities should exist for installing nuclear power plants in Brazil, even though hydro potential will still be adequate in many parts of the country and hydro projects will involve a minimum of foreign exchange. At a maximum, nuclear plants might account for 10 percent of the new capacity built in 1965. By 1975, nuclear power may become the principal source of additional power capacity for Brazil.

Conclusions

General conclusions are that, between 1965 and 1975, hydro capacity in either the low or medium cost ranges will involve the smallest foreign exchange burden, with nuclear plants next, and oil-burning plants carrying the heaviest foreign exchange requirements.

But, if domestic oil production can be expanded to the point of supplying total domestic consumption, the foreign exchange requirement for oil-burning plants would be greatly reduced. Or, if Brazil were to become self-sufficient in nuclear fuels while oil still represented a cost in foreign exchange, the relative foreign exchange merit of steam power plants would shift in favor of nuclear-fueled plants. The expansion of national industries for producing machinery and equipment for the power industry should give an advantage to hydro and conventional thermal plants because of the greater ease of manufacturing traditional equipment, compared with the more advanced technology involved in nuclear plant equipment.

If Brazil's general foreign exchange difficulty were relieved, decisions on electric power capacity expansion would then depend on relative production costs or capital requirements, rather than on foreign exchange.

Thus, nuclear power—embraced by many underdeveloped countries as the solution to their power problems—may not be the panacea it at first appears. It is likely to have only limited and specialized application for Brazil and countries like it during the next 15 to 20 years; but in the long run it could make a significant contribution to the economic welfare of the country.

(*Nuclear Power and Economic Development in Brazil*, by Stefan Robock; NPA, Washington, D. C., May 1957. x and 126 pp., \$2.75.)

Long-Range Company Planning

IMPLEMENTATION of long-range company planning was the theme of the Industrial Economics Conference, sponsored by the Stanford Research Institute and held in San Francisco in January.

Some 450 business and industrial executives attended the conference. Prepared papers presented at the meeting by leading executives covered the following topics in the field of long-range business planning: Forward-Planning Practices of Growth Companies, Implementing Product Development, Implementing Market Development, Corporate Planning in a Dynamic America, Expansion Through Acquisition, U.S. Business and Its Future Responsibilities, Organizing for Long-Range Company Planning, Knowing the Customer, and Managerial Horizons in American Business.

In the opening address, by the Director and Assistant Director of Economics Research at the Stanford Institute, it was pointed out that "Just as the taking of risk is the essential feature of modern capitalism, so businessmen (including the investor, the board member, and management) must be concerned, first of all, with the future. The growing complexity of modern industry, and the accelerating pace at which it moves, place an increased burden on management. The necessity for thinking further and further into the future is clear, if costly mistakes are to be avoided."

Richard E. Krafve, Vice President, Ford Motor Company, in a talk on Implementing Market Development, said, "We must also look beyond these short-term ups-and-downs in the market place and try to find out where we are headed for the next ten years. We must know about population increases, trends in family income, and the stability of the over-all economy. We must know where people will be living, how much they will spend for rent and groceries, and how much leisure time they will have. All of these details are important to us as we lay our plans to serve the markets of the future."

The future of a changing world offers the greatest challenge to businessmen, according to R. C. Ingersoll, Chairman of the Board, Borg-Warner Corporation. He added: "What of our future? If we may draw any lesson from the trends of the past, it surely must be: 'We haven't seen anything yet!' I wish I had another fifty

years to watch the changes that many of you men and many others will be able to accomplish; and, not only to watch them, but to participate in the development of them. Planning proceeds to preparedness, and preparedness is certainly significantly related to time. This suggests that in a highly dynamic era—one of ever-changing situations—it is not only important that we plan, but that well-formulated planning proceed to execution in appropriate relation to time. The acts of planning thus not only require the best possible evaluation of trends, but a real sense of timing."

CALLING ATTENTION to the fact that advances made during the past 50 years have been greater than those in all previous history, Mr. Ingersoll said, "If the people of America continue to live and work in a favorable economic climate, the developments of the first half of this century will pale beside those of the second half. Never was there a greater opportunity for the corporations of America to realize, through proper planning, the potentials of tomorrow."

John S. Coleman, member of NPA's Business Committee and President, Burroughs Corporation, discussed U. S. Business and Its Future Responsibilities, warning against the notion that there is "a rigid structure to which we must hold fast." He said that by force of investment and growth, America is changing more rapidly than ever before.

"We can, if we wish to, insist that we are in business to make profits, but we can hardly expect this bald statement to win an enthusiastic response," Mr. Coleman pointed out. "Is there not, however, a further purpose? Certainly there is. It is to serve the community and to provide a just return to capital and rewarding and satisfying work to employees. Let us then put first things first. If our objectives are properly stated, we can more easily insist on the stern necessities of financial management upon which their attainment depends."

Continuing, Mr. Coleman warned, "Management will indeed act foolishly if they fail to recognize the justice of the demand that a business enterprise must have a social and ethical purpose."

"Sometimes we are perhaps a little timid in putting forward ideas," he concluded. "We hesi-

tate to stir up discussion. By this timidity, however, we do not halt change—we simply permit it to take place piecemeal and without a clear-cut idea of our goals. We have, then, nothing to fear from debate and discussion of our economic life. If it discloses defects, then the sooner they will be mended. And if it discloses strength, as indeed we know it will, then by spreading understanding and confidence in our system we will have contributed to its further growth.”

Harold Smiddy, Vice President of General Electric, quoted GE President Ralph J. Cordiner: “In a time of radical world-wide change, when every day introduces new elements of uncertainty, forward planning may be nearly impossible—an exercise in futility. Yet there never was a more urgent need for long-range planning on the part of every business, and indeed every other important element of our national life.” (Copies of the proceedings of the Industrial Economics Conference may be obtained for \$1 by writing to the Public Relations Office of the Stanford Research Institute, Menlo Park, California.)

The Next 100 Years

THE NEXT HUNDRED YEARS is an attempt to forecast the future of our industrial civilization—beginning with the years just ahead, in

which steps will be taken that will have far-reaching consequences for the future.

Written by Harrison Brown, geochemist; James Bonner, biochemist; and John Weir, psychologist—all members of the faculty at California Institute of Technology—the work is based on discussions with chief executives of 30 of America's greatest industrial corporations. The aim of these conferences was to explore the future of the earth's natural resources in relation to man and his technology—in terms both of raw materials and products, and of brainpower, manpower, and processes.

(*The Next Hundred Years*, by Harrison Brown, James Bonner, and John Weir; The Viking Press, New York, 1957; 193 pp., \$3.95.)

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